

**Case No: 0900023REM (APPROVAL OF RESERVED MATTERS)**

**Proposal: APPROVAL OF RESERVED MATTERS IN RESPECT OF THE ERECTION OF 128 DWELLINGS**

**Location: PART OF ST IVES GOLF COURSE AND THE HOW HOUGHTON ROAD**

**Applicant: DAVID WILSON HOMES SOUTH MIDLANDS LTD**

**Grid Ref: 528606 273668**

**Date of Registration: 21.01.2009**

**Parish: ST IVES**

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**RECOMMENDATION - APPROVE**

**1. DESCRIPTION OF SITE AND APPLICATION**

- 1.1 The site which is part of St Ives Golf Course lies on the southern side of Houghton Road, to the west of its junction with High Leys. It contains tees, fairways and greens with mature and semi-mature trees between the holes and areas of mature trees around the boundaries. There is existing housing to the north and east, the St Ivo School to the south and the remainder of the golf course to the west. The site has an area of 4.7 ha.
- 1.2 Outline planning permission for residential development was granted in July 2006. The means of access to the site were approved as part of the outline planning permission and are not for consideration as part of this application. Condition 8 of the outline planning permission requires access to be provided in accordance with the approved details unless a variation has been agreed by the planning authority. The approved means of vehicular access consist of improvements to the existing 'T' junctions where Hill Rise and High Leys meet Houghton Road, including the installation of traffic signals at the High Leys junction, and the formation of cross-roads at the existing T junction on High Leys. All vehicular access to the site will be taken from this cross-roads.
- 1.3 This application relates solely to the other reserved matters, namely the siting, design and external appearance of the buildings and the landscaping of the site. The application proposes 128 dwellings varying in height from 1 to 3 storeys and comprising a mixture of bungalows, houses and flats, 91 for open market and 37 for affordable occupation. A new public open space containing a Neighbourhood Equipped Area for Play and a Local Equipped Area for Play is also proposed.
- 1.4 Revised plans which involve revisions to the position of roads and buildings in relation to trees, the design of the house types an

improved security and natural surveillance have been submitted and re-consultation is ongoing at the time of writing.

- 1.5 In addition to the reserved matters, a number of conditions of the outline planning permission require details to be submitted before development starts, but not necessarily at the same time as the reserved matters. These are:
- 4. Design and access statement to accompany the reserved matters submission, together with details of: any phasing, any alterations to the remaining golf course, children's play areas, footpath/cycleway links, landscaping details and structural planting to replace roadside trees lost in the junction works.
  - 7. Details of the density, scale and housing mix.
  - 10. Scheme for access, on-site parking and turning facilities for construction traffic.
  - 11. Scheme of hard landscaping works, finished levels, means of enclosure, refuse containers, street furniture and lighting.
  - 12. Scheme of surface water drainage incorporating appropriate flow attenuation and balancing facilities.
  - 13. Programme of archaeological work.
- 1.6 The information submitted under conditions 10, 12 and 13 will be dealt with separately from the reserved matters. Conditional submissions are not normally the subject of public consultation and are delegated to officers.
- 1.7 The outline planning permission is also subject to a planning obligation which secures 29% of the units for affordable housing and contributions to: open space, play equipment, off-site facilities, transportation, bus services, footpaths, traffic management and primary health care.
- 1.8 The site is allocated for residential development in policy HL2 of the Huntingdonshire Local Plan Alteration.

## **2. NATIONAL GUIDANCE**

For full details visit the government website <http://www.communities.gov.uk> and follow the links to planning, Building and Environment, Planning, Planning Policy.

- 2.1 **PPS1: "Delivering Sustainable Development" (2005)** contains advice on the operation of the plan-led system.
- 2.2 **PPS3: "Housing" (2006)** sets out how the planning system supports the growth in housing completions needed in England.
- 2.3 **PPS9: "Biological and Geological Conservation" (2005)** sets out planning policies on protection of biodiversity and geological conservation through the planning system.
- 2.4 **PPG16: "Archaeology and Planning" (1990)** sets out the Secretary of State's policy on archaeological remains on land, and how they should be preserved or recorded both in an urban setting and in the countryside.

### 3. PLANNING POLICIES

Further information on the role of planning policies in deciding planning applications can also be found at the following website: <http://www.communities.gov.uk> then follow links Planning, Building and Environment, Planning, Planning Information and Guidance, Planning Guidance and Advice and then Creating and Better Place to Live

3.1 East of England Plan - Revision to the Regional Spatial Strategy (May 2008) Policies viewable at <http://www.go-east.gov.uk> then follow links to Planning, Regional Planning then Related Documents

- **ENV7:** "Quality in the Built Environment" - requires new development to be of high quality which complements the distinctive character and best qualities of the local area and promotes urban renaissance and regeneration.

3.2 Cambridgeshire and Peterborough Structure Plan (2003) Saved policies from the Cambridgeshire and Peterborough Structure Plan 2003 are relevant and viewable at <http://www.cambridgeshire.gov.uk> follow the links to environment, planning, planning policy and Structure Plan 2003.

- None relevant.

3.3 Huntingdonshire Local Plan (1995) Saved policies from the Huntingdonshire Local Plan 1995 are relevant and viewable at [www.huntingdonshire.gov.uk/localplan95](http://www.huntingdonshire.gov.uk/localplan95) The following policies of the Huntingdonshire Local Plan 1995 are relevant:

- **H31:** "Residential privacy and amenity standards" – Indicates that new dwellings will only be permitted where appropriate standards of privacy can be maintained and adequate parking provided.
- **T18:** "Access requirements for new development" states development should be accessed by a highway of acceptable design and appropriate construction.
- **En18:** "Protection of countryside features" – Offers protection for important site features including trees, woodlands, hedges and meadowland.
- **En20:** "Landscaping Scheme" - Wherever appropriate a development will be subject to the conditions requiring the execution of a landscaping scheme.
- **En22:** "Conservation" – wherever relevant, the determination of applications will take appropriate consideration of nature and wildlife conservation.
- **En25:** "General Design Criteria" - indicates that the District Council will expect new development to respect the scale, form, materials and design of established buildings in the locality and make adequate provision for landscaping and amenity areas.

3.4 Huntingdonshire Local Plan Alteration (2002) Saved policies from the Huntingdonshire Local Plan Alteration 2002 are relevant and viewable at [www.huntingdonshire.gov.uk/localplan95](http://www.huntingdonshire.gov.uk/localplan95) The following policies of the Huntingdonshire Local Plan Alteration 2002 are relevant:

- **HL5** – Quality and Density of Development - sets out the criteria to take into account in assessing whether a proposal represents a good design and layout.

3.5 Policies from the Huntingdonshire Interim Planning Policy Statement 2007 are relevant and viewable at [www.huntsdc.gov.uk/Environment](http://www.huntsdc.gov.uk/Environment) and follow the link to Informal Policy Statements

- **B1** – Design Quality - developments should demonstrate a high quality of design in terms of layout, form and contribution to the character of the area.
- **B2** – Street scene – development proposals should make a positive contribution to the character and appearance of streets and public spaces.
- **B3** – Accessibility, Adaptability and Security – the location and design of new development should enable ease of access, have convenient and appropriate facilities and minimise the extent to which users feel at risk of crime.
- **B4** – Amenity - developments should not have an unacceptable impact upon amenity of existing or future occupiers.
- **G3** – Trees, hedgerows and Other Environmental Features - development proposals should minimise risk of harm to trees, hedgerows or other environmental features of visual, historic or nature conservation value.
- **G4** – Protected Habitats and Species – development proposals should not harm sites of national or international importance for biodiversity or geology. Proposals will not be permitted if they potentially damage County Wildlife Sites, Local Nature Reserves, Ancient Woodland, Important Species or Protected Roadside Verges, unless they significantly outweigh the harm.
- **G7** – Biodiversity – proposals that could affect biodiversity should: be accompanied by a suitable assessment of habitats and species; maintain and enhance biodiversity; provide appropriate mitigation measures; seek to achieve positive gain in biodiversity.
- **H3** – Mix of Dwelling Sizes – major housing development should incorporate accommodation suitable for a range of household sizes and types, which meets the local community's needs.
- **T1** – Transport impacts - development proposals should be capable of being served by safe convenient access to the transport network and should not give rise to traffic volumes that exceed the capacity of the local transport network.

3.6 Policies from the Huntingdonshire Local Development Framework Submission Core Strategy 2008 are relevant and viewable at <http://www.huntsdc.gov.uk> click on Environment and Planning then click on Planning and then click on Planning Policy where there is a link to the Local Development Framework Core Strategy.

- **CS1:** “Sustainable development in Huntingdonshire” – all developments will contribute to the pursuit of sustainable development, having regard to social, environmental and economic issues. All aspects will be considered including design, implementation and function of development.

3.7 The Huntingdonshire Design Guide 2007 (Parts 1 and 3) is relevant.

3.8 The Huntingdonshire Landscape and Townscape Assessment (Parts 3 and 4) is relevant.

3.9 The St Ives West Urban Design Framework 2005 is relevant.

#### **4. PLANNING HISTORY**

4.1 9801132OUT Outline planning permission for residential development and extension of golf course. Granted July 2006

4.2 0703438REM Approval of siting, design, external appearance and landscaping for 122 dwellings, roads, sewers and public open space. Withdrawn

#### **5. CONSULTATIONS**

5.1 (Consultation responses relate to the original plans, any additional responses in respect of the revised plans will be reported in the Friday Letter)

5.2 **St Ives Town Council – RECOMMENDS REFUSAL** (See attached).

5.3 **Houghton and Wyton Parish Council – RECOMMENDS REFUSAL** (See attached).

5.4 **HDC Operational Services:** Detailed comments made about the design and equipment of the play areas.

5.5 **Cambridgeshire County Council Highways:** Request additional information on road dimensions, the extent of adoptable areas and ‘tracking’ the paths of refuse vehicles.

5.6 **Cambridgeshire County Council – Archaeology:** The site lies in an area of high archaeological potential and it is likely that important archaeological remains survive on the site and that these would be severely damaged or destroyed by the development. Numerous artefacts of pre-historic and Roman date have been recovered in the vicinity of the site and a known Roman cemetery. A scheme of investigation has not yet been submitted.

5.7 **Environment Agency:** Recommend that the decision be deferred. The Agency has no objection in principle but recommends that the decision be deferred until the following information has been

submitted: confirmation of the acceptable surface water discharge rate by Anglian Water; confirmation that Anglian Water will adopt and maintain the surface water system on the site; details of any maintenance responsibilities for any part of the system not to be adopted; revised drainage calculations using the Flood Estimation Handbook. It also stated that the Flood Risk Assessment is acceptable because it demonstrates that the site is at low risk of fluvial flooding and the proposed surface water drainage system will attenuate runoff from the site so that third parties will not be affected by increased flood risk.

- 5.8 **Anglian Water:** Comments awaited.
- 5.9 **Cambridgeshire Police Architectural Liaison:** Detailed comments made on various aspects of the layout and house design related to providing natural surveillance, secure locations for parked vehicles and securing the rear of properties.
- 5.10 **Cambridgeshire Fire and Rescue Service:** Requests provision for fire hydrants secured by a planning obligation or condition.

## 6. REPRESENTATIONS

- 6.1 (Representations relate to the original plans, any additional responses in respect of the revised plans will be reported in the Friday Letter)
- 6.2 Objections have been received from 6 residents on the following grounds:
- Access to the site should be taken at the junction with Hill Rise. The proposed access will worsen existing severe congestion on High Leys at the beginning and end of the school day.
  - The new cross-roads on High Leys will increase rat-running through High Leys and Green Leys on streets already subject to on-street parking by residents and taxi firms. If approved, the exit from the site should be restricted to a left turn onto Houghton Road and there should be a safe crossing for the children.
  - Traffic will conflict with pedestrians, especially children arriving at and departing from the St Ivo School.
  - Overlooking from dwelling on plot 50 to front rooms and gardens of housing on the north side of Houghton Road and the design does not fit in with the area.
  - Relocation of the footway on the south side of Houghton Road leaves the houses on part of the north side without a roadside footway.
  - Development should take account of existing flooding in drainage ditches alongside Houghton Road.
  - Development should take account of existing private accesses to High Leys which cross the proposed open space.
  - Concern that vehicular access to existing properties on Houghton Road should not be impeded.
- 6.3 The Governors of the St Ivo School have made the following representations:
- The access to plots 127 and 128 appears to cross school land. There are safety concerns about the access, which does not have turning facilities, being close to the school entrance.

- There is no indication of traffic priority at the new cross-roads on High Leys. A raised junction or mini roundabout may be more appropriate. An unrestricted cross-roads is not acceptable in a built-up residential area adjacent to a school with over 1800 children.
- Drainage at the bottom of High Leys has been a problem for many years and it should be considered as part of the submitted drainage scheme.
- The treatment of the boundary between the site and school playing fields should be included on the submitted scheme.
- The most important issue is construction traffic. The School would like to be consulted when a scheme is submitted under Condition 10 of the outline planning permission. Approximately 1000 children gain access to the school via High Leys, the vast majority of these walk or cycle. It is imperative that any scheme considers very carefully how the safety of the children can be ensured.

## **7. SUMMARY OF ISSUES**

- 7.1 The planning issues relate to the acceptability of the plans submitted for approval of the outstanding reserved matters (the siting, design and external appearance of the buildings and the landscaping of the site). They are: whether the layout and design of the buildings create a satisfactory residential environment; the housing mix; the impact of the development on existing trees and the provision for new landscaping; the impact on protected species which may be present on or around the site; and the effect on residential amenity.

### **Layout and design**

- 7.2 The site is one of three covered by the West of St Ives Urban Design Framework. The main points of the design brief were:
- provision of a new footway along the eastern side of High Leys to the St Ivo School
  - retain and strengthen the 'green corridor' approach to St Ives and mitigate the tree loss from the bus lane and junction improvements
  - the remainder of the golf course acts as part of the transition from built-up area to countryside in the gap between St Ives and Houghton, a boundary treatment that allows filtered views will be acceptable
  - facing buildings towards Houghton Road with generous set backs
  - create a development with an identity of its own
  - locate buildings to define roads and open spaces
  - create high quality public realm
  - ease of movement through well-connected streets and spaces
  - clear, legible hierarchy of recognisable spaces
  - provide a range of house types, sizes and tenures
  - retain the wooded area on the southern boundary of the site, the pond on the western boundary and the group of trees between the fairways
  - development concept based on a principal road running east-west through the site
  - higher density development around the central open space
  - contemporary design will be welcomed
- 7.3 These aspects have been incorporated in the layout which responds satisfactorily to the design brief. Two aspects have not been carried

forward into the layout. A suggested secondary access point close to the school roundabout is not considered to be appropriate. The layout does not make provision for a gateway feature at the main access to the site; the dwellings have instead been designed to read as part of a street without this degree of emphasis to the site entrance.

- 7.4 The dwellings are wall of contemporary design. The various styles have regard to, but do not copy, those of existing nearby properties and are considered to sit comfortably with them.
- 7.5 Two design and layout issues are still being addressed. The plans show the roadside footway on the western section of the Houghton Road frontage relocated within the site, behind a belt of trees. This would make it inaccessible to properties on the northern side of Houghton Road were there is currently no footway. The design of the dwelling on plot 50 has been amended but is still considered to be too bulky. Members will be updated on these issues in the Friday Letter.

### **Housing Mix**

- 7.6 The market housing mix proposed is: 2 bedrooms 14%, 3 bedrooms 33%, 4 bedrooms 42%, 5 bedrooms 11%. This mix is considered to be appropriate for the site because it contains a good range of small and medium sized dwellings with 2 and 3 bedrooms. The proposed mix of affordable units is: 1 bedroom 33%, 2 bedrooms 43%, 3 bedrooms 16%, 4 bedrooms 5% 5 bedrooms 3%. This is also acceptable.

### **Landscaping and impact on trees**

- 7.7 The site contains a significant number of mature and semi-mature trees both between holes on the golf course and around the boundaries, especially on Houghton Road. Within the site modifications to the layout continue to be negotiated to ensure that those trees which are to be retained have adequate space for their roots and canopies. The junction improvements and widening on Houghton Road will result in unavoidable and extensive loss of roadside trees. The approach being taken is to secure good quality replanting although it is acknowledged this will take many years to achieve the visual quality and stature of the existing trees.

### **Impact on protected species**

- 7.8 The site contains trees and hedgerows which have value for nesting birds. The applicants have carried out a Phase 1 habitat survey for fauna protected by the Wildlife and Countryside Act 1981, with Red Data Book status or a Species Action Plan. The survey looked for evidence of their presence and for habitats which they could use. It identified a need for a great crested newt survey which has been carried out and the results are being assessed. Subject to the assessment being satisfactory the proposal would comply with policies EN22 of the Huntingdonshire Local Plan and G4 and G7 of the Huntingdonshire Interim Planning Policy Statement.

### **Effect on residential amenity**



- 7.9 One objection has been raised concerning overlooking to the front rooms and garden of a property on the northern side of Houghton Road from rooms in the roof of a 2½ storey dwelling on plot 50. This plot is set back almost 30m from the roadside site boundary, this distance and the width of the road will mean that there will not be an unacceptable loss of privacy.

### **Other issues**

- 7.10 Many of the representations made by the local Councils and objectors relate to issues that are not directly concerned with the reserved matters. For completeness the position in regard to these issues is as follows.

### **Access location and design**

- 7.11 The outline planning permission established the principle of providing vehicular access to the site from High Leys, by converting the existing 'T' junction to a cross-roads. Improvements to the existing 'T' junctions on Houghton Road will provide additional capacity to deal with the traffic generated by this development, the developments at Houghton Grange and north of Houghton Road and links to a new eastbound bus lane to be provided on Houghton Road to the west of the site by the County Council. The detailed design of all junctions needs to be advanced to pass a Stage Two Safety Audit before the County Highway authority will give its consent for works within the highway. The general configuration of these works was approved as part of the outline planning permission. The highway works shown on the latest drawing differ in one main respect from those previously approved. The approved drawing shows three westbound lanes of traffic between the High Leys and Hill Rise junctions: one lane for traffic turning right into High Leys and two for traffic going straight on to Huntingdon which merge back into one lane immediately after the junction. The latest drawing shows one lane for right-turning traffic and one lane all the way through the junction for traffic travelling straight on. This arrangement is likely to be safer than having two lanes merging into one over a short distance. The revised arrangement can be dealt with as a variation under condition 8 if it is considered acceptable by the County Highway Authority when it has assessed the capacity of the junctions and completed the Safety Audit.

### **Rat-running traffic on High Leys and Green Leys**

- 7.12 The s106 planning obligation requires the developers to pay a traffic management contribution of £100,000 (index linked) to the County Council to be used for traffic calming, traffic management and a cycleway scheme on High Leys and Green Leys or other affected areas. The payments have to be completed before the occupation of the first market dwelling on the site and the County Council will be responsible for designing and implementing the scheme.

### **Safety of School Users**

- 7.13 Safety issues arise at two stages, during the construction and when the development is occupied and generating traffic. Issues arising from the construction work will be addressed under condition 10. The School and the County Highway Authority will be involved in negotiating the construction traffic scheme. The safety of the new road layout, including traffic priority at the new cross-roads, will be addressed by the County Council during Stage Two of the Safety Audit.

#### **Maintaining access to properties**

- 7.14 Two residents have expressed concern about maintaining vehicular access to their properties. One property on Houghton Road is affected by the High Leys junction improvement; subject to the outcome of the Stage Two Safety Audit the plans show a central reservation delineated by white lines rather than kerbs so traffic would still be able to turn right into the affected property. The other property has an access from High Leys which will be able to cross a widened verge once the road has been re-aligned.

#### **Surface water drainage**

- 7.15 The applicants have been made aware of the existing drainage problems on Houghton Road in the vicinity of Hill Rise and High Leys. At times of heavy rainfall surface water overflows from the roadside ditches onto the carriageway at a number of places on Houghton Road causing localised flooding. It is not the responsibility of the applicants to remedy these problems but their drainage proposals must ensure that the situation is not worsened. Hard surfaced roads and roofs within the development will cause surface water to runoff more quickly than from undeveloped land and the drainage scheme is designed to collect the water in pipes beneath the road and in the pond in the north-east corner of the site from where it will be released to the surface water system at a controlled rate.
- 7.16 The Environment Agency has no objection in principle and it confirms that the applicants' flood risk assessment has shown the site will not be at risk of flooding and other land will not be at increased risk of flooding. The Agency's outstanding concerns relate to: confirmation that the runoff rate accepted by Anglian Water in 2006 is still appropriate; the provision to be made for the long-term maintenance of the surface water drainage system and securing revised calculations using a technique that more accurately models the rainfall volumes experienced in a 1 in 100 year event in the east of England. Clarification has been requested from the applicants and an update will be provided in the Friday Letter. Securing satisfactory surface water drainage arrangements is however a matter to be dealt with under the discharge of condition 12 of the outline planning permission and it need not affect the reserved matters.

#### **Foul drainage**

- 7.17 Concern has been expressed that the foul sewerage system in the area is inadequate. Problems are experienced during periods of heavy rainfall and this is generally an indication that surface water is getting into the foul sewerage system which is not designed to cater for the increased volume of water. Anglian Water has been made

aware of the issue and their response will be reported in the Friday Letter. The principle of development was accepted when outline planning permission was granted and foul drainage is not relevant to the reserved matters nor is it the subject of a planning condition.

## **Archaeology**

- 7.18 Condition 13 of the outline planning permission requires archaeological investigation prior to the commencement of development. This requires an assessment of the site, with consequent possible excavation and recording of finds but not their preservation in situ. As such it is not a factor in considering the layout of the development.

## **Conclusion**

- 7.19 The reserved matters are satisfactory and comply with policies ENV7 of the East of England Plan; H31, T18, En18, En20, and En25 of the Huntingdonshire Local Plan (1995); HL5 of the Huntingdonshire Local Plan Alteration (2002); H3, B1, B2, B3, B4, G3, H3 and T1 of the Huntingdonshire Interim Planning Policy Statement and CS1 of the Huntingdonshire Local Development Framework Submission Core Strategy.
- 7.20 Having regard to applicable national and local policies and having taken all relevant material considerations into account, it is considered that reserved matters should be APPROVED.

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- 8. RECOMMENDATION – APPROVE**, subject to the following conditions:

<b>Nonstand</b>	Materials
<b>06003</b>	Implementation replacements
<b>17001</b>	Levels
<b>17002</b>	Access for disabled details
<b>Nonstand</b>	Fire hydrants

### **BACKGROUND PAPERS:**

East of England Plan - Revision to the Regional Spatial Strategy (May 2008)  
Cambridgeshire and Peterborough Structure Plan, 2003  
Huntingdonshire Local Plan, 1995  
Huntingdonshire Local Plan Alterations (2002)  
Huntingdonshire Interim Planning Policy Statement 2007  
Huntingdonshire Local Development Framework Submission Core Strategy 2008

### **CONTACT OFFICER:**

Enquiries about this report to **Mr Nigel Swaby Development Control Team Leader 01480 388370**